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ABSTRACT

At a June, 1981, meeting, representatives of Comprehensive Employment and Training Act (CETA) organizations and vocational education organizations arrived at the following conclusions regarding the issues in collaboration that warrant attention in the reauthorization process of the CETA and the Vocational Education Act: (1) the coincidence of reauthorization of legislation represents an opportunity for further collaboration between CETA and vocational education; (2) there is a wide variation in the present state of collaboration among various cities, states, and regions; (3) set-asides are not considered synonomous with collaboration between the two systems; however, legislative mandates for collaboration are strongly supported; (4) CETA and vocational education collaboration would be facilitated by actions in legislative reauthorization; (5) the two systems should be tied in with other national priorities such as economic development, labor shortages in high skill areas, and defense needs; (6) the federal government should encourage training of the handicapped and disadvantaged through each training system, conduct research and development, and disseminate exemplary practices; (7) a demonstration of CETA/vocational education could not be accomplished before the reauthorization; and (8) issue briefing papers should be written about the ideas discussed in the meeting. (The document includes a summary of major discussion issues, a detailed description of the day's proceedings, the meeting agenda, and a list of the attendees.) (KC)

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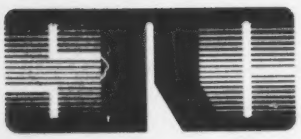

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# CETA/VOCATIONAL EDUCATION COLLABORATION

Summary of Proceedings of June 24, 1981

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## EXECUTIVE SUMMARY

On June 24, 1981, representatives of CETA and vocational education as well as selected national organizations concerned with these systems met to discuss the issues in collaboration that warrant attention in the reauthorization process of the Comprehensive Employment and Training Act (CETA) and the Vocational Education Act (VEA). Summarized below are the major conclusions emerging from this proceeding. The information base for these conclusions will be found in subsequent sections of this document, which includes a summary of major discussion issues at the meeting, a more detailed description of the day's proceedings, the meeting agenda, and a list of the attendees.

- There is agreement that the coincidence of reauthorization of both pieces of legislation represents an opportunity for ensuring complementary activities and steps for facilitating further collaboration and agreement that collaboration is desirable.

- A consensus did not emerge on the existing state of collaboration between the two systems, participants in most instances pointing out regional, state, and local variation in the extent of collaboration and in the conditions that influence collaboration, as well as the steps for fostering collaboration.

- Set-asides were not considered generally as being synonymous with collaboration between the two systems, and a consensus did not emerge on the extent to which set-asides for collaboration can be attributed with the existing state of relationships between CETA and vocational education. At the same time, there were adamant supporters of extending the mandate for collaboration between the two system and for legislative incentives to make it take place.

- Participants appeared to agree that CETA and vocational education collaboration would be facilitated by actions in legislative reauthorization to:

    a. minimize the mismatching of their planning and funding cycles;

    b. enable local flexibility and simplification of the procedures for the two systems to work together, including extension of the CETA service term;

    c. facilitate their linking with the private sector, including the reduction of restrictions on the nature of private sector work involvement;

    d. precisely state what the expected outcomes are for each system;

e. encourage the adoption of individualized, competency-based training; and

f. provide basic or functional competencies in conjunction with vocational training.

- Participants appeared to agree as well that their systems should be tied in with other national goals and priorities such as economic development/revitalization, labor shortages in high skill areas, and defense needs.

- Participants appeared to agree that the Federal role should continue to treat those with the most barriers to private sector jobs through each training system, and that the appropriate Federal role in employment and training includes research and development, dissemination of exemplary practices, and other useful information.

- It was agreed that a demonstration in CETA/Vocational Education collaboration would not be appropriate or practically valuable given the timeline on reauthorization of CETA and VEA.

- It was agreed that the issues raised during the proceedings did warrant further attention and that this could best be accomplished through focused issue briefing papers.

## ISSUES DISCUSSION

On June 24, 1981, Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education, U.S. Department of Education, and Mr. Robert Jones, Administrator, Office of Management Assistance, Employment and Training Administration, U.S. Department of Labor, convened a meeting on the future direction of CETA (Comprehensive Employment and Training Act) and vocational education collaborative efforts. In attendance at this meeting were other officials of the Departments of Labor and Education, representatives of state and local CETA and vocational education programs, as well as representatives of the National Governors' Association (NGA), U.S. Conference of Mayors (USCM), and American Vocational Association (AVA). The purpose of the meeting was to bring together an informed group of program operators and representatives of both the CETA and vocational education system for purposes of discussing collaborative efforts and issues for addressing in the process of the reauthorization of the Comprehensive Employment and Training Act (CETA) and Vocational Education Act (VEA) both due to expire in Fall, 1982.

The meeting was organized by three discussion topics: (1) the state of CETA/Vocational Education Collaboration; (2) identification of issues in CETA/Vocational Education collaboration; and (3) identification of strategies to facilitate CETA/Vocational Education Collaboration, including legislative and administrative strategies, and technical assistance strategies.

Participants were invited to identify and elaborate on those issues they see as warranting attention in the reauthorization process in order to advance collaboration between the two systems. This paper summarizes the key issues and is organized by the general issue-area with specific issues assigned to the area or issue context of greatest concern, even though they may be applicable to more than a single area. Where possible, consensus as well as dissenting views on the specifics of each issue-area are so noted in the summary, as well as the specific recommendations of the group and/or individual participants for redressing a problem in effecting collaboration.

Goals and Roles Definition of CETA and Vocational Education Systems

The participants at this meeting seem to be in agreement on one important point: the coincidence of CETA and VEA reauthorization represents an opportunity that each system should avail itself of for ensuring that the systems complement one another and for furthering collaboration between the two, as well as their linking with other relevant systems (i.e., at a mininimum, the private sector).

The participants expressed some sense that one complicating factor in collaboration has been the lack of understanding of each others' goals and attending roles, at least in part attributable to their authorizing legislation. Clarification of the goals of CETA and VEA is seen as a necessary step in reauthorizing legislation to assist their working together. Though there was disagreement among participants about how broadly or narrowly defined these goals should be, there seemed to be some consensus that employment and training policy as represented by the two pieces of the legislation should be cognizant of other partners and of the role and relationship of employment and training policy to identified national needs.

The participants maintained that CETA and vocational education should continue to address the needs of those who encounter problems in access to private sector employment, including youth and the economically disadvantaged. Beyond this, they appear to see their ability to meet this human need as dependent upon the extent to which they can widen the net of the employment and training "system" to embrace other partners, not the least among them the private sector, but also potentially the national defense and apprenticeship systems, and the extent to which the employment and training "system" can be tied with meeting other national needs and priorities. Among the latter, the group mentioned economic development/revitalization, meeting of labor shortages in skills areas (two linkages recommended for a legislative structure for employment-related education and training in the Statement of the American Vocational Association before the Senate Subcommittee on Employment and Productivity, June 18, 1981), and literacy of military personnel. The group did not agree on how broad or focused each system's goals should be nor how single versus multipurpose they would like to see the systems, nor what they see as their respective roles vis-a-vis one another in a future configuration of CETA and vocational education systems, but identified these as issues deserving further attention.

Targeting

Targeting of Federal resources for employment and training was discussed by the group with respect to: (1) distribution of resources among jurisdictions; (2) activity to be undertaken/need to be addressed; and (3) population to be served by the systems. While no specific formulation was offered, it was suggested that, nationally, resources for employment and training be targeted to geographic areas/jurisdictions of greatest need. It was suggested that greater weight, in particular in the distribution of VEA funds, be given to urban areas and other areas of the Nation that either as a result of economic circumstances and population characteristics, or otherwise a lack of capacity, have unusual need for Federal assistance. This suggestion arose, at least in part, from acknowledgement of the emphasis on rural areas in the distribution of VEA funds. This is perhaps one reason for the prime sponsor dissatisfaction with the state pass-through of VEA funds according to the USCM survey. (The United States Conference of Mayors recently conducted a survey of 120 prime sponsors and 116 vocational educators about what each would like to see in reauthorization legislation, findings from which were presented at the meeting.)

Most of the discussion of targeting focused on the population to be served by each system. There was some expression that with the reduction of funds, consolidation of CETA Title IV in Title II, and without specific requirements on serving youth, prime sponsors will give preference to adults. Concern was expressed too about the shape targeting of disadvantaged populations will take in VEA. In either event, without targeting of disadvantaged youth, the two systems are viewed as going to be driven apart; even with youth targeting some believed that after some level of reduction in funding, the two systems will not be forced to work together but forced to define their own turf.

The group was hard pressed on a decision recognized as forthcoming: serving in-school versus out-of-school youth. Several participants commented, with corroborating evidence from the NGA study findings, that the system, in particular the schools, are not reaching youth early enough in their development to assist the ultimate transition to work and make the interface between school and work. (The National Governors' Association is prime contractor in a seven-agency consortium studying the roles and responsibilities at the state government level in employment and training. In this study,

a series of regional seminars were convened of secondary and vocational educators and CETA representatives, findings from the proceedings of which were presented at the meeting.) Others argued for targeting of dropouts and potential dropouts to get them back in school or alternative programs or to stay in school at all costs, even with stipends.

Reforms Related to Flexibility and Simplification

The need for flexibility and simplification of the legislation was seen as a necessary step for assisting the two systems to work together. Two actions in particular figured prominently in reforms related to flexibility and simplification: First, there was a unanimous call for steps to correct the mismatch of funding and planning cycles of the two systems. The existing mismatch was viewed as complicating collaboration, a position supported by both the USCM survey finding and findings from the NGA regional seminars. A related complication raised by several participants was the uncertainty often surrounding the timing and level of—in particular CETA--funding. Some assurance, at a minimum, of the level of funding, and preferably forward funding, were proposed as possible steps to resolving this complication to CETA and vocational education planning and programming together.

Another reform that figured prominently in the discussion of flexibility was that of extending or allowing for a variable term of service for the CETA enrollees. Members of the groups expressed that the current restrictions are artificial and constitute another complicating factor in CETA and vocational education collaboration. Participants were quick to note they were not calling for indefinite length of service, but flexibility to gear the term to individual needs and, ultimately, program capacity. With respect to the latter, vocational educators expressed that the open entry/open exit character of CETA is often a problem for them, and for some programs the capacity does not exist for serving CETA eligibles on this basis, though no specific recommendations were made of whether this could or should be treated in legislative reauthorization, short of a capacity-building emphasis for some parts of the vocational education system.

Collaboration Strategies

The discussion of strategies for collaboration pointed out the importance of regional and jurisdictional differences, including the political structure and climate and the role of

individual personalities in effecting a working relationship between the two systems. There was some disagreement on the extent to which the set-asides in the respective pieces of legislation had fostered collaboration, and specifically whether or not collaboration would have occurred in their absence. But then there was also disagreement, despite the quoted figures on the percentage of CETA funds being used for vocational training, on the extent to which actual collaboration was occuring between the two in serving the disadvantaged. Among the prime sponsors in the USCM study, the set-aside was not attributed with responsibility for improved relationships between the two systems. However, both prime sponsors and vocational educators expressed that relationships had improved, though vocational educators had a more positive perception of the extent of collaboration. This view was represented at the meeting as well. Participants were cautioned not to generalize from their experience alone the extent to which collaboration was occuring nationally and, in particular, the change that has occurred since the amendments.

There was some call for new mechanisms other than set-asides for collaboration to occur, including those outlined throughout this document as legislative steps that do not require but facilitate collaboration. Others were adamant supporters of legislative incentives for collaboration, including financial incentives. Beyond these, there was some discussion of how collaboration between the two systems should in general be treated in reauthorizing legislation. Some participants were advocates of mandating collaboration, some expressing that existing legislation, especially VEA, does not go far enough in requiring the two systems to work together. The USCM survey recorded the majority of prime sponsors favoring greater equity in the collaboration language of the two pieces of legislation, notably calling for the same mandate in VEA as in CETA for collaboration. For others, this was a less central concern than clearing the path for collaboration, and for still others, it was a mute point to a certain extent, feeling that with the reduction of resources from all sides, the two will be forced together out of need. On the dissenting side, a few participants noted that once the two systems feel the full impact of cuts in funding, just the opposite may occur as turfism increases.

Service Options

There was some disagreement on what kinds of services for youth should be provided to assist the transition and access to private sector jobs, and specifically, whether they

should emphasize introductory vocational training or more advanced skills training. Some advocated more introductory vocational training, indicating that it is what employers want--trainable people--and further suggesting that it would enable serving a larger population. One suggestion was for a two-tiered system of introductory vocational training through CETA and vocational education, followed by more high skill training either provided or financed by the private sector. Without dismissing the importance of introductory vocational training, others advocated advanced vocational training because it is geared to meeting what the job market demands and it is high skill occupations where there is a labor shortage. Most participants seem to agree that youth in particular need the full range of CETA, vocational and general education as well as services that can be provided by the private sector--including transitional services and work experience. It was also noted by several participants that with respect to the latter, there was no meaningful distinction for youth between private sector and public sector. In particular, the participants advocated equipping youth with the variously defined basic skills or functional competencies needed for the workplace or occupational area, and related to them in some manner in conjunction with their vocational training.

Several participants also advocated the adoption of individualized, competency-based, training curriculum (one of the needs identified as well in the NGA study of actions for facilitating collaboration between the systems.) Others emphasized the need for sequencing, or a continuum of service, and oriented to youth developmental stages to assist youth to sort out where they are in the service delivery system.

Private Sector Linkage

The private sector was discussed as a partner of both systems and therefore central to collaboration between the systems. At the same time, participants were sensitive to the fact that the private sector no less than their own systems is not monolithic, their interests being focused on different parts of the private sector. The group expressed interest in seeing the private sector represented in some capacity in reauthorizing legislation and especially actions to facilitate linkage with private employers. Some advocated loosening the restrictions on private sector work experience. Others stressed the need for involving the private sector in identifying the basic or functional competencies and entry level skills youth need for access to jobs. Others conceived of a possible two-tiered approach to employment and training, the first tier of which would

provide youth with the introductory vocational and other training financed by the public sector, and a second tier of more advanced training which costs are incurred by the private sector to meet their specific needs.

Private sector linkage was viewed too in the context tying employment and training policy to national goals in economic development/revitalization as well as having a prepared work force to meet national labor shortages in specific skills areas, among them those related to the defense industries. In the context of the Administrations policies, the group also expressed an interest in seeing legislative initiatives in what it takes to leverage private sector creation of jobs that can be filled by each system's service population. In the American Vocational Association Statement, legislative incentives were envisioned for private sector human capital development as now exists for capital formation for new plants and equipment, including tax incentives and credit for assuming a role in training.

Accountability

Accountability of the employment and training systems was discussed from several angles. Perhaps most prominent was the call for reauthorizing legislation to be precise about the expected outcomes from each system, and that the criteria on which programs are subsequently evaluated be equated with those proposed outcomes. In short, the participants were less concerned about being accountable than being certain in what they were going to be held accountable for, and in seeing the measure of their performance matched with the mission with which they are charged. Some expressed an interest in local discretion in turn in how they achieved those outcomes. Many of the participants in addition advocated the adoption of performance standards for training programs for accountability in service delivery and, in particular, for infusing the programs with the standards to which youth will be expected to perform in the work world.

Resource Allocation

A key issue discussed in the allocation of resources, was the extent to which they should be used for keeping training equipment in step with changing technology, and who should pay for it, and who should have access to its use. The expense entailed in the maintenance and replacement of equipment was recognized by the group, but there was no consensus on how to keep pace or on the use of Federal funds to do so. It was

suggested that the possible utilization of private sector equipment for training purposes at a minimum be examined, but there was disagreement on the feasibility of this, and reservations on the receptivity of much of the private sector to allowing enrollees to train on expensive equipment. There was also some discussion of the allocation of resources between training and stipends, some participants opposing the use of stipends on philosophical grounds, and especially for in-school youth because of the problems they proposed it creates in the classroom. Others were ardent supporters of the use of stipends to keep youth in school.

Joint Efforts

There was some discussion of what would make sense as next steps for the two systems together in preparing for reauthorization. There was some discussion of a demonstration in CETA/Vocational Education collaboration, but there was no agreement about what direction such a demonstration would take, and the idea was dismissed as being impractical in any event within the time frame of reauthorization. There was a call for more attention to be given to the issues raised during the course of the day and some attempt to identify the highest priority issues in CETA/Vocational Education collaboration for further study and consideration. There was agreement that collaboration issues could be most usefully addressed through focused briefing papers or a series of white papers.

Summary

This paper does not exhaust the issues discussed aimed at better preparation for reauthorization of CETA and VEA or those likely to emerge as the process proceeds. Other issues which were touched upon but not subjected to as much scrutiny included such local operational/administrative issues as procurement practices, salary schedules and union contracts, and issues such as the need expressed for information systems that would generate more useful data, as well as improved labor market information for identifying labor needs and projecting shortages, more information on basic skills required for occupational areas and for competency-based curriculum, and adjustments to existing advisory groups and processes that have in some participants' view become unwieldy and less effective. Rather, it has concentrated on those issues of greatest concern to further assisting collaboration between the two systems as they are understood at this time and been articulated at this juncture.

## MINUTES OF THE MEETING

Mr. Robert Jones, Administrator of the Office of Management Assistance, Employment and Training Administration (ETA), U.S. Department of Labor (USDOL), opened the meeting, expressing that the Department is committed to examining the Comprehensive Employment and Training Act (CETA) and vocational education collaboration as a reauthorization issue. He noted, as background to the meeting, that there had been plans for a demonstration in CETA/Education Collaboration. This meeting was at Dr. Worthington's suggestion and an outgrowth of an agreement between Mr. Angrisani (Assistant Secretary for Employment and Training, U.S. Department of Labor) and Dr. Worthington (Assistant Secretary for Vocational and Adult Education, U.S. Department of Education) that discussions should go forward in the absence of the demonstration on how the worlds of CETA and vocational education can work together. Mr. Jones also noted that the CETA and Vocational Education Act reauthorization schedules coincide and that the Employment and Training Administration (ETA) wants to focus the debate on reauthorization. He said that while it will be operating at reduced levels, the thesis is that CETA will remain after the reauthorization process is completed for targeted purposes to provide training. He described the participants at the meeting as an unofficial board of directors to assist the Departments in getting an early start on the discussion of CETA and vocational education collaboration as a reauthorization issue. He said the meeting had an open-ended agenda, but hoped discussion could center on the existing state of relations between the two systems and where they should go together, as well as consider ways to work together, including a research agenda for next year and possible directions for a demonstration of CETA and vocational education collaboration.

Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education, U.S. Department of Education, in his opening remarks, expressed his desire for a close working, cooperative relationship with the Department of Labor, one he noted he had personally maintained for over ten years. Dr. Worthington characterized the coincidence of CETA and Vocational Education Act (VEA) reauthorization as an opportunity for the two systems, working together, to avoid duplication and more efficiently and effectively make use of the taxpayer's dollars. He described Vocational Education legislation as having become increasingly prescriptive and posed the question, "How can we reduce Federal intrusion in state vocational education activities and stay on the cutting edge of

vocational education?" He suggested, by way of response to that question, that a key role of the Federal government should be research and development in vocational education, with technical assistance upon request to the states, and a dissemination program of what works best. Dr. Worthington described the meeting as an open discussion for capitalizing on what has been learned from experience and for working out a joint program between the two departments.

Mr. Richard Gilliland, Acting Administrator, Office of Youth Programs, ETA/USDOL, welcomed the participants and introduced the agenda for the day's proceedings: (1) State of CETA/Vocational Education Collaboration; (2) Identification of Collaboration Issues; and (3) Strategies to Facilitate Collaboration. He then invited participants to characterize, from their experiences, the state-of-the-art of CETA and Vocational Education collaboration as the first agenda item of the meeting.

Dr. Howard Hjelm, Acting Deputy Assistant Secretary for Vocational Education and Adult Education, ED, encouraged the discussion to allow a free flow of interaction.

Mr. Richard Thorp, CETA Director, St. Paul, Minnesota, characterized local CETA and vocational education collaboration as "good," but not going far enough. He indicated there are not open, "free" communications between the two--anything the prime sponsor is getting out of Vocational Education right now is being paid for by CETA, estimating that between one-half and two-thirds of their program is contracted through vocational education institutions. He expressed that the independence of the Vocational Education system makes it difficult to consult. He further expressed that vocational education is out of sync with what employers want, indicating that employers want partially trained, "trainable" people, and therefore more general vocational education curriculum should be offered. Mr. Thorp also said that vocational education is only serving a very select group of people, emphasizing middle-class youth who can make it on their own. He advocated partial training to serve more people in a cost-effective manner.

Mr. Michael Brown, Project Director of the CETA/Vocational Education Program, United States Conference of Mayors (USCM), reported some of the project findings being submitted to the National Commission on Employment Policy based on a survey of prime sponsors (120) and vocational educators (110) about what each would like to see in

reauthorization legislation. Mr. Brown reported that the majority of prime sponsors surveyed called for comparable language in both CETA and VEA legislation on collaboration between CETA and vocational education. He noted that in particular prime sponsors want to see the same mandate for coordination in VEA legislation as exists in CETA. While prime sponsors and education agencies are not prevented from collaboration because of it, they recommended steps be taken to minimize the mismatch in the funding cycles of the two systems, either some assurance on funding so they can budget or forward funding of their operations. Prime sponsors surveyed also expressed dissatisfaction with the flow of vocational education set-aside funds through the state vocational education system. Both prime sponsors and educators indicated a need for simplifying the procedures involved in working together and for greater flexibility on each side. Some believe duplication of services exists and is a problem, but they do not agree on who is duplicating whom. In general, vocational educators have a more positive perception of their relationship with CETA than CETA prime sponsors have of their relationship with the vocational education system. While the majority of prime sponsors believe their relationship with vocational education has improved, they do not believe it is directly attributable to the amendments. Increased local contact between prime sponsor and vocational education staff is advocated as the key to local collaboration. Finally, Mr. Brown noted that while prime sponsors have a positive perception of the quality of vocational education training, they still express a preference to shop outside of that system for other services, e.g., counseling, job development.

Mr. Worthington asked if Mr. Brown could identify six mayors who understand the importance of CETA and vocational education linkage to such things as economic development and reindustrialization. Mr. Brown replied in the affirmative and cited Baltimore as an illustration. Ms. Pines, Director, Mayor's Office of Manpower Resources, Baltimore, cited Boston and Baltimore as instances where the mayor understands, but as she went on to express, different political arrangements affect the interface. To illustrate this point, she said both the mayors of Boston and Baltimore understand the need for the linkage but in Baltimore, Mayor Schaefer controls the school system because he appoints the School Board members, whereas Boston's Mayor White has no control over the school system because of the absence of a similar political structure. Mr. Brown noted that one of the USCM resolutions from its recent conference was for a more active role for vocational education in urban areas and in economic

development planning and strategies. Mr. Gilliland, Acting Administrator of the Office of Youth Program, ETA/USDOL, asked about the role of the 22 percent set-aside in CETA and vocational education collaboration. Mr. Brown responded that it seems to have a positive effect, noting it is possible to buy friends, though the USCM study focused on Title II. He said that Title II funds exceeded 22 percent for vocational education, averaging 27 percent. Mr. Jones added that of available training dollars, nearly 50 percent goes to vocational education. Ms. Joan Wills, Director of Employment and Education of the National Governors' Association asked how the funds were distributed between community colleges, high school, and so on. Mr. Brown answered that most goes to secondary schools, and much of it for stipends.

Ms. Cay Stratton, Director of the Boston Private Industry Council, Inc., said that she does not think Boston is typical of other cities: it has its fourth superintendent of schools in a year, 25 percent of the school staff is being layed off, and until recently the city has not had for all practical purposes a vocational education system, conditions not exactly conducive to collaboration. Ms. Stratton indicated Boston does have a new center--the Humphrey Occupational Resource Center just opened in September. She characterized the Center as flexible, involving employers, and with an administration and staff committed to its maximum utilization, and presenting opportunities for CETA, Vocational Education, and the PIC. Mr. Worthington asked if the State Vocational Education Office is involved with the Boston PIC, and Ms. Stratton responded in the affirmative, that they have a grant with the Edna McConnell Clark Foundation to facilitate linkages among the PIC, prime sponsor and school system.

Mr. Fred Monaco, Project Coordinator, Division of Occupational, Vocational and Technical Education, Pittsburgh Public Schools, directs a demonstration in the organizational consolidation of CETA and Vocational Education funds, controlling up to 50 percent of the city's CETA funds. (Forty-four to 50 percent of the city's CETA funds go to the Pittsburgh public schools.) Mr. Monaco said CETA is paying, but he also believes the program is paying off as much in returns. The arrangement is allowing the delivery of a range of services that would not otherwise be affordable. He noted that they used the Summer Youth Employment Program (SYEP) to introduce youth to vocational education, using 120 vocational education instructors for 40 course offerings. Mr. Monaco commented that the area vocational schools are very difficult to get into,

operating almost like colleges in their admissions policies. He advocates admission on a first-come, first-serve basis, which is the policy they have adopted in Pittsburgh. In Pittsburgh they have also used an annual employer conference for introducing youth to employment opportunities. He indicated it requires three months of planning, but has paid off with an average of 150 youth acquiring jobs. Mr. Monaco cautioned the group not to forget that middle-class youth need services, too. He also recommended not forgetting Community Based Organizations which can serve functions that neither CETA nor vocational education can. Mr. Monaco noted that differences exist between the two systems and that turf battles go on, advocating legislative incentives for the CETA and local vocational education systems to work together. Ms. Wills asked if the "preferred" of vocational education legislation works. Mr. Monaco responded that CETA and vocational education collaboration should not be optional; it should be mandated, adding he does not see how they can go anyplace without collaboration. Mr. Jones asked about the impact of reduced Federal dollars on CETA and vocational education relationship; would it drive the two systems apart or foster collaboration. Mr. Monaco commented that he feels adults will get preference in service delivery rather than youth. Mr. Jones asked what the fund reduction's impact would be if the new legislation for each system were highly focused on youth. Mr. Monaco responded that it may, out of need, not interest, enhance collaboration between the two systems to a certain extent. He cautioned that cuts will bring difficulties in collaboration and there is probably some level of reductions which he cannot define at which the relationship will suffer.

Mr. Jim Keck, Director of Youth Programs, Baltimore Mayor's Office of Manpower Resources, commented that the impact of reduced funding will depend on the historical relationship between the two systems. In Baltimore, CETA youth programs have been focused on serving dropouts through a system of alternative schools and in-school youth. The cuts mean competition between in-school versus out-of-school services. The Entitlement Program in Baltimore shows that mandated cooperation pays dividends, though he added Baltimore may be unique because of its city and school district relationship. A recent study shows 26 percent of cooperative education and work study jobs were financed by CETA; 50 percent of those were for minority and economically disadvantaged youth. Employers were reluctant to hire even work study disadvantaged youth under Entitlement because of fear of the consequences and costs to them, but those who did were pleased. Mr. Keck offered that youth need the full services of

vocational education and general education schools, CETA and employers. They need basic skills (even among high school graduates the average level of reading competency is fifth grade), vocational skills and just as importantly they need to acquire appropriate work attitudes, learning what is expected of them on the job. Mr. Keck offered that probably the place to equip them with these transitional skills is as they approach graduation. Mr. Monaco agreed that youth need to be served while in school, while they are a "captive audience" and that to prevent them from becoming dropouts they need to be served earlier than as they approach graduation, and again, they need to be kept in school by using some incentive--a combination of work and education or some form of renumeration. Mr. Monaco emphasized the need for making the interface between education and work early in youth schooling. He added that you can use public sector jobs to equip youth with the work attitudes relevant to private sector work; youth do not understand the difference between public and private sector jobs, they understand just a job with a wage.

Ms. Pines said that Entitlement guaranteed a job to youth who would stay in school or return to school in order to stop the flow of dropouts. Ms. Pines noted that one of the important and problematic elements of the Entitlement experience was the need for instantaneous information on youth behavior for program response so that youth would understand they need to be accountable for their behavior. Given the obligation of schools to educate all comers, and a large school system, the school could not and would not discriminate for monitoring the Entitlement youth performance and attendance or regularly enough for it to be effective. CETA had to find staff in the schools who could do it for them. Mr. Keck added that Entitlement did reduce the incidence of dropouts in Baltimore and advocated, based on their Entitlement experience, more flexibility with respect to CETA relationships with the private sector, including elimination of the restrictions on private sector work experience for youth. Dr. Howard Hjelm asked if Baltimore has adult education programs which pick up services to those youth who drop out. Mr. Keck responded that the incentive for youth to enter adult education programs is not very significant. Ms. Pines added Baltimore does have a very flexible adult education center, but it is very expensive and is at risk with the funding cuts.

Dr. Marion Holmes, Director of Vocational Education Instructional Programs, Division of Career Education School District of Philadelphia commented that turfism does exist and as the economy dries up and jobs become scarce, programs offering jobs become more powerful, fueling that turfism. Ms. Holmes explained that in Philadelphia, the Executive Director of Career and Vocational Education is the umbrella to the directors of adult training and retraining, career development, vocational education, and youth employment programs. There is an advisory council for Career Education which includes CETA and CBOs. Ms. Holmes indicated that there is a good relationship between the prime sponsor and the school district, which has included a successful Entitlement project, but that CETA funds to the school district are used primarily for adult training in the schools. She said that given the cuts in CETA funds, and with the school district being in a dismal financial situation (with a $76 million deficit, eliminating 3,400 positions in the school district), the two systems are going to be forced to learn about each other, and have to make some hard decisions, and develop some creative approaches to serving youth. She believes that in the past the two have not tried to find out enough about the other before initiating projects, but will be forced to out of sheer economic circumstances.

Ms. Holmes offered the following recommendations for the systems: (1) greater flexibility in the length of the CETA term; (2) adoption of a competency-based training approach which term varies by participant; (3) greater involvement of service deliverers in program development; (4) greater consideration of the bureaucratic trappings of both systems in implementing programs, including administrative procedures as ordering materials/procurement of vendors, salary schedules, union contracts requirements and prohibitions; as well as to the political climate and intergovernmental relationships; (5) utilization of industrial facilities during off-hours for training and/or funds to maintain and/or update/replace school district equipment used in training; (6) payment of stipends to students to stay in school as a preventative step; (7) recognition of staff certification issues and that a certified counselor is not always necessary or even the most effective in dealing with disadvantaged youth; (8) involvement of the family in the programs serving their children; (9) establishment and expectation of performance to real-world, employer-validated standards; (10) identification of the best services of each agency for assisting youth; (11) build in staff time to allow for monitoring and evaluating youth performance, documentation and feedback to both the youth and the appropriate

agencies; (12) allow efficient time for project start-up; and (13) equip youth with basic skills and life skills, and introduce them to world-of-work options and opportunities.

Dr. Pat Latham, Director, Utah Technical College, described Project Cooperation. It consists of a consortium of five school districts, the Salt Lake City Skills Center, and the local CETA office which combines Federal VEA disadvantaged funds with CETA funds to serve dropouts and potential dropouts and CETA economically disadvantaged. Fifty percent of the project's enrollees are stipended, the other fifty are non-stipended students (although 80 percent of this group are eligible for the stipend). The program is open entry/open exit and enrollees are encouraged to re-enroll in school (90 percent do so) consisting of working 15 hours a week during the regular academic year, 30 hours in the summer, and attending classes in the evening at alternative education, adult education, or regular high school programs. Dr. Latham indicated turf problems do exist, but that the 22 percent set-aside does force cooperation in Salt Lake City. She cited the one-year funding cycle as a problem. She sees the different philosophies of the CETA and Vocational Education systems as barriers to collaboration: vocational education being long-term--"for life"--and CETA short-term--six months to get unsubsidized employment and in which an EDP is meaningless. She advocates greater flexibility in the service term, geared to the time required to meet the needs of the individual. She also expressed that youth get lost in a system that involves so many parts: the Employment Service, CETA, vocational education, and the local education agency. She advised there is a need for interpersonal skills training and basic skills training. Dr. Latham identified as technical assistance needs: (1) defining what basic skills are required to perform a specific job; (2) a clear definition of what constitute entry-level skills; (3) clarification of what the goals are; and (4) then evaluation criteria that correspond to those goals.

Dr. Wilma Ludwig, Director of Vocational Education, State of New Mexico, noted the distinctions between New Mexico and the other states represented at the meeting: small population with two prime sponsors. She expressed that the most significant problem they have in New Mexico in collaboration between the prime sponsors and vocational education is the difference in funding cycles. In New Mexico, academic and vocational schools are combined; CETA training is provided through post-secondary schools. There is a strong attitude in the State against paying private employers to "hire" youth. Ms. Ludwig also commented that the stipend creates problems in a mixed classroom of

students. The State recently required New Mexico schools to initiate a preparatory course for its students, following a pilot study in which economically and educationally disadvantaged were compared with a control group attending the program which showed the "prep program" fostered equal opportunity for the youth. Dr. Ludwig also advocated the use of the GED (General Educational Development) as a viable alternative for youth. In summary, she said the CETA and vocational education systems of New Mexico do have a good relationship; the funds do create change, and, emphasizing state variation in needs, institutions and governance, offered as key to the two systems working together, the need for flexibility with accountability. Dr. Ludwig was asked about collaboration at the State level, and she responded that they have a liaison person on the vocational education staff. Ms. Wills said most states have a CETA liaison type, most funded with six percent monies, but that collaboration varies considerably from state-to-state: being problematic in major metropolitan states with many prime sponsors. Dr. Ludwig said it was her experience that the liaison served the functions of monitoring paperwork and delivery of services.

Mr. Fred Monaco offered that they all have one partner: employers. He advocates the use of paraprofessionals ("neighborhood survivors") for purposes of safety in some instances but mostly for dealing effectively with many of the youth served. He also advocated the provision of academic credits for work program participation, with "report cards" on youth performance in the work programs. Finally, he cautioned that employers have different responses to a high school diploma and GED, adding the high school diploma holds some mystique. Dr. Ludwig said that in New Mexico students receive a regular high school diploma along with the GED.

Ms. Marion Pines, Director of the Baltimore Mayor's Office of Manpower Resources, agreed that the group should be considering three systems: CETA, vocational education, and private training. She characterized the CETA system as a broker to serve that clientele that is not being served by other systems and do not have access to the private sector. For in-school youth, Ms. Pines advocated more introductory vocational training rather than job-specific vocational training. She recommended that private sector input be focused on curriculum development, with the specification of the functional competencies needed for different occupations. She called for clarity in the definition of

expected outcomes from training, citing the need for a match between the goal and evaluation criteria.

Ms. Pines commented that it is very expensive to have the educational system continuously update its capital equipment, suggesting the utilization of private sector equipment, offering incentives to the private sector. Dr. Holmes asked if this was practicable. Dr. Gene Bottoms, Executive Director of the American Vocational Association, responded that generally the private sector will not allow their capital equipment to be used for training of CETA youth. Dr. Bottoms asked Ms. Pines what she meant by introductory vocational training. Her response was pre-vocational, work attitudes and tool use with more sophisticated training being provided by the private sector upon placement. She said that in Baltimore they ask employers what functional competencies they need and measure for those competencies in their programs (e.g., addition, subtraction, paragraph comprehension). She added it is important to use employers' times efficiently and selectively. She called for the legislation to address institutional goals and roles. Ms. Pines advocated employability as a goal, the adoption of a developmental or sequential approach to serving youth, that affords continuity in the system and for the youth.

Ms. Joan Wills explained that the National Governors' Association is the prime contractor in a seven agency consortium studying the roles and responsibilities at the State government level in employment and education. In this study, they have conducted a series of Regional seminars bringing together secondary, vocational education, and CETA representatives. Based on these seminar proceedings, Ms. Wills went on to identify the key issues emerging in CETA/vocational education collaboration: (1) the overriding issue is the differences in CETA and vocational education funding cycles and a related problem of the relative stability/instability in funding; (2) the advisory council concept has been overdone and most agencies will establish mechanisms for citizen participation at their own initiative in any event; (3) at the State level there is a need for a new mechanism(s) for certification that are more flexible; (4) there is a need for more individualized learning using functional competency-based curriculum; (5) there is a need for standards in elementary and secondary education in particular; (6) the need for more remedial support, and efforts to reach youth earlier in their education than at

present; (7) retooling and capitalization issues have arisen in the seminar with no clear solutions.

Based on a descriptive study of the Governors' set-aside, Ms. Wills went on to describe the following findings: (1) 15 percent set-aside of the allowable under the six percent set-aside is for curriculum design, improving competency-based measures, but this activity has not been very successful at the State level; (2) there is no evidence that the vocational education set-aside in CETA legislation has been a major influence in manipulating vocational education set-aside for disadvantaged; (3) integration has not been achieved at the State level from current legislation (with the rural emphasis of vocational education and with BOS prime sponsors composed of many school districts, the 22 percent set-aside has little or no meaning and is impractical from just a logistical point of view). The key problems CETA has with vocational education, Ms. Wills described as including the following: (1) CETA need for serving clients on an open entry/exit basis; (2) the need for a more flexible schedule of training and vocational education facilities use; (3) CETA provision of stipends requiring shorter training periods; and (4) the need for improved local labor market information mandated in VEA. Ms. Wills added there is no evidence that either vocational education's VED's or CETA's MIS is particularly useful to anyone. In summary, Ms. Wills said that there is no particular evidence that the set-asides have done much to foster collaboration and suggested it was time to look at other ways of doing business.

Dr. Gene Bottoms expressed that there is a great deal more collaboration between the two systems than he heard implied, especially in serving disadvantaged youth. He offered the following recommendations for vocational education: (1) extending the time for training youth in need; (2) providing basic skills related to the occupational areas; (3) providing transitional services; (4) more intensive up-front diagnostic services; (5) undertaking of outreach activities; and (6) investment in additional services so that youth can in fact compete and get jobs. Dr. Bottoms indicated that there is inadequate vocational education capacity in some areas (citing rural communities, inner cities; black belt of the South; and in New York City where 15,000 youth who want vocational education have been turned away), adding that capacity issues affect flexibility and collaboration (e.g., open entry/open exit can only be handled by systems with high capacity). He went on to say that while for the capital investment issue, use of private

sector equipment is a quick solution, it will not work that easily. Private companies do not tend to want to do training on high priced equipment. Some arrangements may be possible, but it depends on the needs of training and the nature of the equipment on which training is to occur. Dr. Bottoms pointed out that the vocational education system does conduct pre-vocational education training, and moreover that 50 percent of secondary vocational training is introductory training in general areas (especially common in the Sun belt) with the other 50 percent being more specific vocational training (especially in older components). He said that employer-specific training should not be the only direction of Federal input.

The following issues were identified by Mr. Gilliland as emerging out of the morning discussion: (1) lack of understanding (turf); (2) goals definition; (3) system role definition (functional and intergovernmental); (4) incentives/processes for collaboration; (5) flexibility/simplification (changing occupational demands, short-term/long-term training); (6) targeting; (7) definition of basic skills/impact on training; (8) advisory processes; (9) resource allocation (stipends, capitalization); (10) funding and planning cycles; (11) relationship to private sector (linkage to economic development, training system program); (12) Regional and jurisdictional differences; (13) operational/administrative issues (funding cycles, certification, client interface; (14) benchmarking/competency-based standards; (5) systems capacity; and (16) lessons to be learned from each system.

Mr. Gilliland introduced the list of issues and asked the group to focus their attention on what the steps are for CETA and vocational education collaboration with respect to these issues. Mr. Jones added that they would like an identification of the four or five key areas that need to be focused on during the reauthorization process, including addressing the questions: Why should the Federal government be involved? What is it that the Federal government is trying to do when involved? Who should serve whom? He later added that there appears to be a consensus that the differences in planning and funding cycles appears to be a problem warranting attention for fostering CETA and vocational education collaboration. There was discussion among members of the group on targeting of resources, Ms. Wills offering that the first decision should be who will be served and then how will they be defined, and then finally, what is to be served. Ms. Pines suggested that areas of greatest need should be targeted.

Dr. Bottoms asked what ought to be the goals of a Federal employment and training policy, and how broadly should these and the system be defined. He pointed out that there is high unemployment in skilled areas and the systems have not focused on those areas. Ms. Pines responded that the group needs to confront the reality of reduced funds and the attending need for targeting. She said that in an ideal world, expansion would be possible, but not in the current circumstances of constraints on resources from all sides. Ms. Pines added that if the private sector is going to stimulate more jobs, then what is the role of the CETA system. Dr. Worthington pointed out that with a broadened defense base, shortages in machinists and other skills are projected which could be addressed through a broadened training base, which could also perhaps utilize some portion of defense dollars in meeting those needs.

Mr. Gilliland indicated that the need exists to incorporate the private sector into the future employment and training policy and asked for comments on the private sector training capacity and on the issue of delivery of employability skills versus occupation-specific training. Dr. Bottoms reiterated that the legislation must not be narrow in focus such that it ties the hands of local and state jurisdictions. He called for finding the answer in localities and communities about what the nature of the legislation should be. Ms. Wills retorted that there is a Federal role and that the Federal responsibility for social engineering cannot hinge totally on local needs if we are to insure a prepared work force nationally. She added that supply and demand information is essential to the Federal role in meeting high demand skill shortages nationally. Ms. Pines offered the appropriate role of the Federal government is targeting of resources and definition of what constitutes success, with flexibility left to localities on how to do it. Dr. Bottoms noted that the Administration's answer to these questions is that the private sector will solve the problem, but that this marketplace solution is not consistent with an employment and training system. He offered that a basis of support will not come for an employment and training system built on a single continuum and suggested pulling together a coalition based on an equity and economic development theme for an employment and training system.

Ms. Wills commented that another appropriate role of the Federal government is in the area of research and development, and it has a clear responsibility for research and dissemination, in particular of occupation-specific curriculum. She offered that the

question to address is what can the Federal government do most cost-effectively that cannot be done cost-effectively by states and localities.

Mr. Jones said that this time there has to be a clear statement of what is to be done, each system's mission, and who is to be served. We need a definition of what is needed for a specific outcome. In CETA, he noted, we are moving toward job-related training with placement as a single goal. In vocational education, there is the generalized training/preparatory process with pass-through to the private sector. We have to ask what the commonalities are in these purposes.

Ms. Wills noted that youth are not mobile and there needs to be a distinction made between adult and youth policy and between in-school and out-of-school youth. Dr. Bottoms suggested the Federal role be to reform our basic institutions to address problems of youth and young adults. Dr. Hjelm, Acting Assistant Secretary for Vocational and Adult Education, stated that we first need to define what the national needs are to be addressed and then identify who is available to solve those needs, noting that until national objectives are clarified, it will be difficult to discuss strategies to overcome barriers to collaboration. Mr. Jones commented that the Congress and Administration will be offering a strategy and what the group needs to do is identify what issues are key to collaboration, what kind of research or demonstration, if any, makes sense. What do you think is the critical part of discussion for joint efforts that we ought to concentrate on during the next year? Dr. Hjelm responded that paperwork and the funding cycle are clearly major issues. Mr. Brown offered as an issue the extent to which vocational education legislation will address the CETA target population, and the extent to which vocational education will rely on CETA funds to serve that population.

Ms. Pines suggested experimentation in the area of the relationship of the private sector to education and training systems, and specifically on what it takes to leverage (economic development, enterprise zones, incentives) the expansion of the job market, and then its formalization and institutionalization. Ms. Stratton stated that ways should be found to encourage private sector buy-in to training, wage subsidies were given as examples. She suggested that when we speak about economic development, we should concentrate on community and small business economic development areas. Mr. Thorp added that we need to have labor intensive economic development that employs the local

unemployment population. Dr. Bottoms stated that public/private ventures to develop jobs are a good idea--problems being defined today will be defined differently in different communities. Mr. Jones expressed that perhaps local private sector boards should run CETA/Vocational Education programs at the local level. He sensed from the group that the participants feel a demonstration project was not worth it, but putting some funds into each of the issue areas noted to develop papers on them would be useful. He mentioned as issues the planning and funding cycles, rationale for CETA and Vocational Education, benchmarking and performance standards, and the role of the states.

Dr. Bottoms added at least three other problems: unemployed youth; high skills job demand; and structurally unemployed adult retraining. Ms. Wills commented that there is a need for a different strategy with respect to youth. There was agreement among several of the participants that the provision of basic skills must be integrated into vocational education curriculum. Mr. Gilliland noted there is a vast training structure in the country and yet the military is recruiting people (40 percent) who cannot read or write, suggesting another user of training services. He called the military the fourth system, adding it to the CETA, vocational education, and private sector. As a fifth system, Mr. Gilliland noted apprenticeship systems. As the meeting came to a close, Mr. Gilliland noted that it was his sense that the consensus of the group was that the most effective use of funds for investigating the issues raised at the meeting would be a series of white papers. He concluded the meeting by indicating there was a possibility the group would be asked to come together again to offer recommendations on CETA/Vocational Education collaboration.

## CETA/VOCATIONAL EDUCATION COLLABORATION

**Wednesday, June 24, 1981**

**9 a.m. - 4 p.m.**

**Agenda**

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| Opening Remarks | Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education, U.S. Department of Education<br><br>Mr. Robert T. Jones, Administrator, Office of Management Assistance, Employment and Training Administration, U.S. Department of Labor |
| Discussion Outline | Dr. Howard Hjelm, Acting Deputy Assistant Secretary for Vocational and Adult Education, U.S. Department of Education<br><br>Mr. Richard Gilliland, Acting Administrator, Office of Youth Programs, U.S. Department of Labor |
| The State of CETA/ Vocational Education Collaboration | Group discussion |
| Coffee Break | |
| Identification of Issues: CETA/Vocational Education Collaboration | Group discussion |
| Lunch | 12:30 - 1:30 |
| Identification of Strategies to Facilitate CETA/Vocational Education Collaboration<br><br>• Legislative<br>• Administrative policy<br>• Program technical assistance | Group discussion |
| Closing Comments | |

## MEETING ATTENDEES

Ms. Josie Bass, Office of the Director, ACTION, 806 Connecticut Avenue, N.W., Room 500, Washington, D.C. 20525

Dr. Gene Bottoms, Executive Director, American Vocational Association, 2020 N. 14th Street, Arlington, Virginia 22201

Mr. Mike Brown, Project Director, CETA/Vocational Education Program, United States Conference of Mayors, 1620 I Street, N.W., Washington, D.C. 20006

Dr. Vince Cama, Director of Human Development, Syracuse Research Corporation, Merrill Lane, Syracuse, New York 13210

Mr. Richard Gilliland, Acting Administrator, Office of Youth Programs, Employment and Training Administration, U.S. Department of Labor, 601 D Street, N.W., Washington, D.C. 20213

Dr. Howard Hjelm, Acting Deputy Assistant Secretary for Vocational and Adult Education, U.S. Department of Education, ROB/3, Room 5102, 7th & D Street, S.W., Washington, D.C. 20202

Dr. Marion Holmes, Director of Vocational Education Instructional Programs, Division of Career Education, School District of Philadelphia, J.F. Kennedy Center, 734 Schuylkill Avenue, Philadelphia, Pennsylvania 19146

Mr. Robert Jones, Administrator, Office of Management Assistance, Employment and Training Administration, U.S. Department of Labor, 601 D Street, N.W., Washington, D.C. 20213

Mr. Jim Keck, Director of Youth Programs, Mayor's Office of Manpower Resources, 701 St. Paul Street, Baltimore, Maryland 21202

Dr. Pat Latham, Director, Utah Technical College, 4600 S. Redwood Road, Salt Lake City, Utah 84107

Dr. Wilma Ludwig, Director of Vocational Education, State of New Mexico, 300 Doen Gaspar, Third Floor, Educational Building, Santa Fe, New Mexico 87503

Ms. Ann C. Michel, Director of Social Sciences, Syracuse Research Corporation, Merrill Lane, Syracuse, New York 13210

Mr. Fred Monaco, Project Coordinator, Division of Occupational, Vocational, and Technical Education, Projects, 635 Ridge Avenue, Pittsburgh, PA 15212

Dr. Duane Nielsen, Chief, Personnel Development Branch, Division of National Vocational Programs, Office of Vocational and Adult Education, U.S. Department of Education, Room 5608, Regional Office Building #3, 7th and D St., S.W., Washington, D.C. 20202

Ms. Marion Pines, Director, Mayor's Office of Manpower Resources, 701 St. Paul Street, Baltimore, Maryland 21202

Ms. Cay Stratton, Director, Private Industry Council, Inc., 15 Congress Street, Boston, Massachusetts 02119

Mr. Richard Thorp, Director, Division of Manpower Services, 333 Sibley Street, Suite 490, St. Paul, Minnesota 55101

Ms. Joan Wills, Director, Employment and Education, National Governors Association, 444 N. Capitol Street, N.W., Suite 250, Washington, D.C. 20001

Dr. Robert Worthington, Assistant Secretary for Vocational and Adult Education, U.S. Department of Education, Room 5600, Regional Office Building #3, 7th and D St., S.W., Washington, D.C. 20202